



저작자표시-비영리-변경금지 2.0 대한민국

이용자는 아래의 조건을 따르는 경우에 한하여 자유롭게

- 이 저작물을 복제, 배포, 전송, 전시, 공연 및 방송할 수 있습니다.

다음과 같은 조건을 따라야 합니다:



저작자표시. 귀하는 원저작자를 표시하여야 합니다.



비영리. 귀하는 이 저작물을 영리 목적으로 이용할 수 없습니다.



변경금지. 귀하는 이 저작물을 개작, 변형 또는 가공할 수 없습니다.

- 귀하는, 이 저작물의 재이용이나 배포의 경우, 이 저작물에 적용된 이용허락조건을 명확하게 나타내어야 합니다.
- 저작권자로부터 별도의 허가를 받으면 이러한 조건들은 적용되지 않습니다.

저작권법에 따른 이용자의 권리는 위의 내용에 의하여 영향을 받지 않습니다.

이것은 [이용허락규약\(Legal Code\)](#)을 이해하기 쉽게 요약한 것입니다.

[Disclaimer](#)

행정학석사학위논문

Fostering Public Service Motivation in Organizational Settings

Focusing on Korean Central Government Ministries

2014년 2월

서울대학교 대학원

행정학과 정책학 전공

김 주 희

행정학석사학위논문

**Fostering Public Service Motivation in
Organizational Settings**

Focusing on Korean Central Government Ministries

2014년 2월

서울대학교 대학원
행정학과 정책학 전공
김 주 희

Fostering Public Service Motivation
in Organizational Settings
Focusing on Korean Central Government
Ministries

지도교수 임 도 빈

이 논문을 행정학 석사학위논문으로 제출함
2013년 10월

서울대학교 대학원
행정학과 정책학전공
김 주 희

김주희의 석사학위논문을 인준함
2013년 12월

위 원 장 JORG MICHAEL DOSTAL

부 위 원 장 최 태 현

위 원 임 도 빈



Abstract
Fostering Public Service Motivation in
Organizational Settings

Focusing on Korean Central Government Ministries

Kim, Joo Hi

Public Policy Major

Graduate School of Public Administration

Seoul National University

Public Service Motivation (PSM) is one of the vintage topics in public administration field that has received great amount of attention from scholars around the world. A number of studies revealed the various relationships between PSM and various outcomes such as improved performance, job satisfaction, organizational commitment and decreased turnover intention and whistle-blowing.

Since PSM is correlated with many positive outcomes in organizations, one can ask how we can enhance and maintain the level of PSM of individual employees. The main purpose of this study is to suggest what

managers can consider doing in order to foster PSM in their organizations by analyzing the relationship between PSM and some factors we often find in organizational settings. Using survey data of the Korean public officials in various sectors of central government, this study attempts to find out if leadership (transformational leadership in particular), merit-based system, and red tape have significant influence of individuals' level of PSM.

The result shows that the transformational leadership is positively related with the level of PSM. However, unlike many previous researches, this study with Korean public officials shows that red tape does not have significant relationship with their level of PSM while the merit-based reward system has significant positive influence on employees' level of PSM.

Keywords: Public Service Motivation, Leadership, Red tape, Merit system, Korea
Student Number: 2012-21980

Table of Contents

I.	Introduction	
1.	Research Background -----	1
2.	Scope of the study-----	3
II.	Theoretical Frame work and Literature Reviews	
1.	Public Service Motivation -----	5
i.	Definition -----	5
ii.	Previous Researches-----	8
2.	Transformational Leadership -----	13
i.	Definition -----	13
ii.	Previous Researches -----	15
3.	Merit-based Reward System -----	18
i.	Definition -----	18
ii.	Previous Researches -----	20
4.	Red tape-----	23
i.	Definition-----	23
ii.	Previous Researches -----	25
III.	Research Design and Method -----	27
1.	Research Question and Hypothesis -----	27
2.	Variables -----	27
i.	Dependent Variable -----	29
ii.	Independent Variable -----	30

iii. Control Variable -----	32
3. Data -----	34
4. Method -----	35
IV. Result and Analysis	
1. Descriptive Statistics -----	36
i. Sample -----	36
ii. Factor Analysis -----	37
iii. Reliability -----	39
2. Multiple Regression Analysis -----	40
i. Correlation -----	40
ii. Multicollinearity -----	41
iii. Hypothesis Test -----	42
V. Conclusion	
1. Summary -----	45
2. Discussion -----	46
3. Limitation and Policy Implication -----	49
VI. Reference -----	52

<Table 1> Researchers' Definitions of PSM -----	7
<Table 2> Summary of Previous Researches on PSM -----	12
<Table 3> Survey Questions used -----	33
<Table 4> Research Process summary -----	35
<Table 5> Sample summary -----	37
<Table 6> Factor Analysis Result -----	38
<Table 7> Reliability Result for PSM -----	39
<Table 8> Reliability Result of Independent Variables -----	40
<Table 9> Correlation result -----	41
<Table 10> Multiple Regression Result -----	43
<Diagram 1> Perry(2000)'s Process theory of PSM -----	8
<Diagram 2> Research Model -----	28

I. Introduction

1. Research Background

Public Service Motivation (PSM) is one of the vintage topics in public administration field that has received great amount of attention from scholars around the world. Particularly in Korean society, where public official is one of most highly wanted careers for young people, PSM has been in the center of attention from many scholars in public administration field. Since the topic was formally introduced by Rainey (1982) and Perry and Wise (1990), numerous researchers has been building up the mass of studies attempting to specify and conceptualize PSM as well as its effects on public interests.

Consequently over the years, a number of studies revealed the various relationships between PSM and various outcomes such as improved performance (Naff and Crum, 1999; Lewis and Alonso, 2001), job satisfaction (Naff and Crum, 1999), and organizational commitment (Taylor, 2008), and decreased turnover intention (Naff and Crum, 1999) and whistle-blowing (Brewer and Selden, 1998) as well as choosing public service as career. However, comparable to what has been done on the

effects of PSM on various outcomes, relatively less number of researches were done on the factors that influence PSM. Few studies focused on individual differences, and even fewer studies were done on how PSM can be enhanced within organizational settings

However, one can easily imagine that the level of PSM of a person is less likely to stay the same. As with other types of motivations that can be enhanced or deterred by various internal and external factors, PSM may also be influenced by surrounding environment. Since many previous studies have revealed the relationship between PSM and many positive outcomes, maybe it is managers' job trying to foster and enhance PSM of employees for better performance and commitment. In other words, as Perry mentioned, "Investigation of organizational influences should seek to assess the effects of organizational experiences and policies on the public service motivation of members over time" (Perry, 1997).

The main purpose of this study, therefore, is to suggest what managers should consider doing in order to foster PSM in their organizations by analyzing the relationship between PSM and some factors we often find in organizational settings. Transformational leadership, merit system and red tape in particular will be analyzed in this study. Using survey data of the

Korean public officials in various sectors of central government, this study attempts to find out if leadership (transformational leadership in particular), merit system, and red tape have significant influence of individuals' level of PSM. With a number of academic researches to back up, it seems almost safe to say that PSM is related people's choice of career as well as with many positive outcomes in organizational settings. And this study may be able to suggest some ideas on what can be done in organizational level to foster PSM of individual public officials, especially in Korean context.

2. Scope of the study

Previous researches have shown that individuals with high level of PSM are more likely to choose career path as a public official. And individuals with high level of PSM are more likely to perform better, and to be satisfied with and be committed to their organization. Therefore, it would be important to understand, as managers of public officials, to find out how to maintain and enhance level of PSM of public officials which will improve organizational performance as a whole.

The survey used for this study was conducted in 2013. All the respondents were current public officials in Korea from level of 9 (the lowest) to 3 from 16 different ministries of the central government.

This study will first, review the concept and previous researches on PSM which is the dependent variable in this study. It will see some factors revealed through those previous researches that are influenced by PSM as well as those influencing PSM. Then, this study will further review some of the previous works done on independent variables; transformational leadership, merit system, goal clarity and red-tape. By looking through those researches, we can clarify the concepts and definitions of the variables which will enable us to understand and analyze the result. Then, it will theorize the relationship between dependent and independent variables among Korean public officials of various ministries of central government, and attempt to find out if the independent variables of this study can be said to be influential to the individuals' level of PSM.

II. Theoretical Framework and Literature Review

1. Public Service Motivation

i) Definition

Although the concept of PSM has been empirically studied in many researches before, definition of Public Service Motivation has not been formally decided in the academic field until introduced by Perry and Wise as the “Individual’s predisposition to respond to motives grounded primarily or uniquely in public institutions and organizations” where the term ‘motive’ is “psychological deficiencies or needs that an individual feels some compulsion to eliminate” (Perry & Wise, 1990). Now this definition is the most widely used one by many scholars studying this topic.

In their work, Perry and Wise (1990) suggested three dimensions of PSM; rational, norm-based, and affective. Rational dimension of PSM includes individuals focusing on maximizing their utility by participating in the policy making processes. Their reason for committing to public service is for the idea of giving an impact to society and reinforcing self-importance. Norm-based dimension, on the other hand, reflects

individuals' effort to conform to others and to what is considered to be the norm of the society. They are often interested in serving the public interest and loyal to the government and the programs it offers. Affective aspect of PSM means people's behaviours caused by emotional responses towards others. They commit themselves to public service of what they believe to be socially important. Affective dimension values compassion and self-sacrifices for others more than other dimensions do.

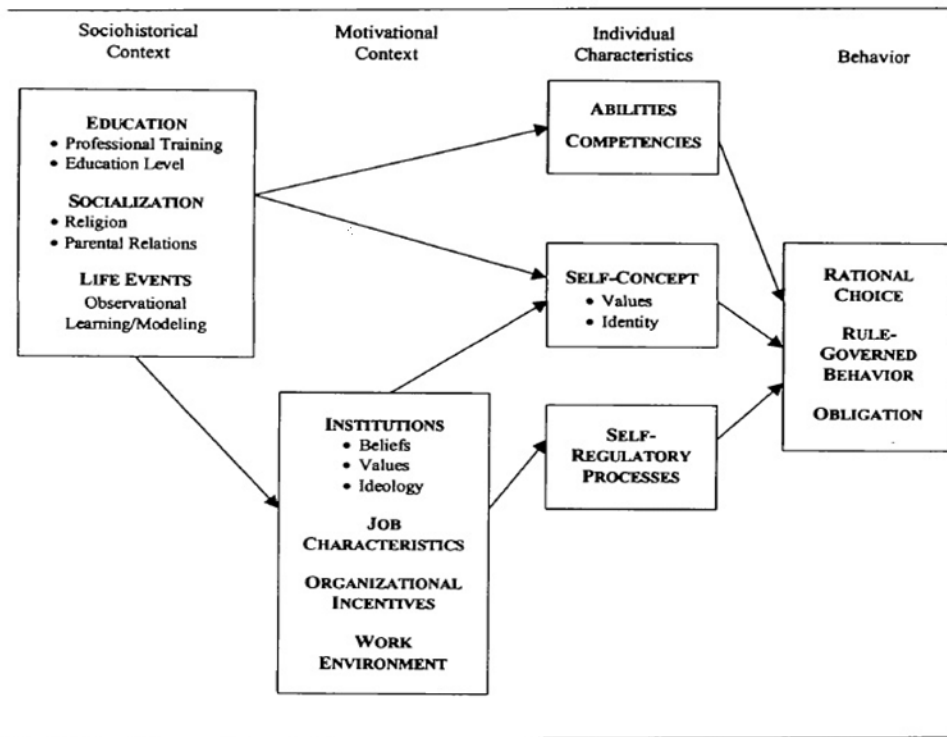
Later on, others started to provide definitions to add to the Perry and Wise's. Brewer and Selden (1998) defined PSM as "the motivating force that makes individuals deliver significant public service." In Vandenaabeele's work in 2007, PSM is defined as "the belief, values and attitudes that go beyond self-interest and organizational interest, that concern the Interest of a larger political entity and that motivate individuals to act accordingly whenever appropriate." It is interesting to note that many scholars defined PSM as 'predisposed' quality that can be found in certain individuals. In other words, PSM can be understood, based on the definitions provided, as an inborn quality to be more favorable towards public interests that some people happened to have more than the others. The researchers' definitions of PSM are summarized in the Table 1.

Table 1 Researchers' Definitions of PSM

Researchers	Definition
Perry & wise (1990)	an individual's predisposition to respond to motives grounded primarily or uniquely in public institutions
Brewer & Selden (1998)	the motivating force that makes individuals deliver significant public service
Rainey & Steinbauer (1999)	General altruistic motivation to serve the interests of a community of people, a state, a nation or humanity
Vandenabeele (2007)	the belief, values and attitudes that go beyond self-interest and organizational interest, that concern the interest of a larger political entity and that motivate individuals to act accordingly whenever appropriate

Perry (2000) later developed a process theory of PSM that suggests influences of other qualities in individual's level of PSM. He argued that personal preference or values are not just given at birth, but it is formed through variety of contacts with other factors such as institutions or mechanisms. He focused on various causal interactions of factors such as socio-historical, motivational, and individual factors. The brief summary of his theory is depicted in the Diagram 1 below.

Diagram 1 Perry(2000)'s Process theory of PSM



ii) Previous Researches

Many researches had PSM as an independent variable that contribute to various types of behavior. As an independent variable, PSM showed that it is significantly related with individual performance (Naff and Crum, 1999; Lewis and Alonso, 2001) as well as in organizational level (Kim, 2005). PSM was also revealed to be related with decreased turnover and increased job satisfaction (Naff and Crum, 1999), whistle-blowing

(Brewer and Selden, 1998) and organizational commitment (Park and Rainey, 2007).

Naff and Crum(1999) examined how the different levels of PSM affects public employees' performance, job satisfaction, retention and their support for government reform efforts. They surveyed nearly 10,000 federal employees of the United States from 23 largest federal agencies. PSM was measured with six survey questions taken from Perry (1996)'s PSM measurement design, and rest of the dependent variables were measured with survey questions asking about each of those variables. Their result showed that federal employees with higher level of PSM are more likely to show better performance in the organization and be more supportive of government reforms. Also, although federal employees generally show higher level of job satisfaction, PSM appeared to make difference in how satisfied they are with their jobs. Higher level of PSM led to higher job satisfaction among the federal employees, and higher probability to stay in public employment rather than finding new opportunities in private sector.

In Korean context, similar findings were found in many researches. Son (2006) did a research on PSM with public officials of Seocho-district

in Seoul, Korea. He looked separately at the four components of PSM; attraction to policy-making, commitment to public interest, compassion and self-sacrifice. He found that commitment of to public interest, attraction to policy-making, and self-sacrifice are positively related with organizational commitment, and self-sacrifice and attraction to policy making components are significantly connected with job satisfaction of public officials in Seocho-district of Seoul. Not only from public officials, but also Korean employees of government-owned corporations showed similar result from Lee and Lee(2013)'s research as well.

Few researches were also carried out to find antecedents for PSM, many of which were focusing on individual factors. Some earlier works of PSM confirmed the influences of personal and social factors such as parental and religious socialization, professional identification and political ideology (Perry, 1997). Moynihan and Pandey (2007) studied the role of organization that may enhance PSM.

Perry(1997)'s research on possible antecedent factors of PSM. His variables included parental socialization, religious socialization, professional identification, and political ideology as well as some demographic characteristics such as education level, age, income level and

gender. His findings suggested that parental modeling, closeness to God, education level and age have significantly and positively related with PSM while religious worldview and parental relations were found to be insignificant. Interestingly, church involvement and income level were negatively related with the level of PSM. Most of his variables were related with individuals' personal experiences associated with their childhood, religion and professional identification. This suggests that personal experiences may have some influence on building the level of PSM.

Even fewer number of researches were done on organizational factors such as role ambiguity, relationship with boss, hierarchy, tenure and red tape (Camilleri, 2007; Moynihan & Pandey, 2007). In Moynihan and Pandey's study in 2007, education level, tenure and the membership in professional society found to be positively related with PSM. However, the analysis of relationship between organizational culture and PSM turned out to be insignificant. Experience with red tape had strong negative relation with PSM, but surprisingly, the perception the number of hierarchical level was positively correlated with PSM. Table 2 shows the brief summary of what various researchers have found in terms of PSM's antecedent and dependent variables.

Table 2 Summary of Previous Researches on PSM

Researchers	Dependent variables
Perry & Wise (1990)	Job satisfaction, Job commitment, Job performance
Brewer & Selden (1998)	Whistle blowing, performance, Job satisfaction, Job commitment
Naff & Crum (1999)	Support for government reform effort, turnover intention, job satisfaction, performance
Alonso & Lewis (2000)	Job Performance
Son (2222)	Job satisfaction, Job commitment
	Antecedent variables
Perry (1997)	Family socialization, religious experience, professional identification, political ideology, education level, age, income
Alonso & Lewis (2000)	Tenure, age, education level, gender,
Camilleri (2006)	Role state, job characteristics, employee-leader relations, employee perception of organization
Moynihan & Pandey (2007)	Membership in professional society, red tape, hierarchy experience

2. Leadership

i) Definition

One of the main factors that employees get influenced by is the type of leadership that they interact with. Depending on the kind of leadership one has, the behavior and performance can greatly vary. The idea of leadership can be defined as “a process of an individual to influence a group of individuals to attain common goals...by mobilizing and motivating the workforce” (Northouse, 2004). And the effective leadership should give a sense of “direction and vision, an alignment with the environment, a healthy mechanism for innovation and creativity, and a resource for invigorating the organizational culture” (Van Wart, 2003).

Until late 1970's, “transactional” leadership was the main focus in the researches. The leadership was considered transactional because “leaders approach followers in an eye to exchanging (Burns, 1978). In other words, leaders give what followers value in exchange of doing what leaders need them to do. Leaders remain influential to followers because it is of their best interest to do what they are asked to do. In order for transactional leadership to be successfully exercised, leaders should be able to fulfill the followers need and expectations, and to respond to their reactions.

Later on, the focus of researches shifted from transactional to transformational leadership and its advantages over transactional leadership in achieving goals. Transformational leadership is so termed because leaders aim to transform their followers. The transformational leadership starts from personal values and trying to unite the followers by communicating the leaders' values and beliefs. Such leadership results in “shifts in the beliefs, the needs, and the values of followers (Kuhnert and Lewis, 1987).” Wright and Pandey (2009) also explained that transformational leaders are the ones who can motivate behaviors by changing attitudes and assumptions of their followers. Also, they empower followers by delegating significant authority to be less dependent on the leader.

Bass and Avolio(1994) presented four dimensions, or conditions of transformational leadership that should be met. First, transformational leaders must inspire and motivate the followers by suggesting appealing vision and goals and encourage them to work toward achieving that goal. Secondly, leaders must stimulate their followers intellectually by increasing awareness of problems that they are facing and promoting creative and innovative perspective in solving the problem. Also, transformational leaders should put an idealized influence on followers so

they can feel strong emotion and identification with the leader. In short, transformational leaders should be a good role model for the followers. Last but not least, transformational leaders should have individualized attention for the followers. They should give their followers proper support and encouragement on their work, and be play a role of coach or mentor for the followers. With these conditions met, one can influence, direct and transform their followers in their beliefs and values. And between transactional and transformational leadership, this study will focus more on how transformational leadership is affecting public officials and their level of PSM.

ii) Previous Researches

Some previous researches on transformational leadership include studies like Park and Rainey's (2008). Nearly 7000 U.S. federal employees from various federal agencies participated in the survey. The main variables they measured were transformational and transactional leadership and public service-oriented and rational motivations. These two types of leadership were measured with items were based on Bass and Avolio (1997)'s questionnaire instruments. Transformational leadership was measured based on four dimensions mentioned above. Transactional

leadership measure was based on active management, passive management and contingent reward management. Then they were also measured with organizational consequences such as job satisfaction, perceived performance, quality of work and turnover intentions. They compared influences of transactional and transformational leaderships on public service motivation and extrinsic motivation, and found out that transformational leadership have significant and positive relationship with public service-oriented motivation which further positively influence various organizational outcome variables.

In the field of public administration studies, some voices cast doubts on whether transformational leadership is suitable for public sectors. Shamir and Howell (1999) mentioned that certain conditions influence both the emergence and the effectiveness of transformational leadership, and these conditions may not be always fit in public sector environment. Some also stated that the organizational features can substitute leadership (Kerr and Jermier, 1978) and that leadership is less influential in public sector. However, Wright and Pandey (2009)'s study examined the relationship between bureaucratic organizational structure and transformational leadership practices, and found that transformational leadership behaviors are not as hindered by bureaucratic structure as some

traditional researchers believed. Some bureaucratic characteristics seemed to reduce transformational leadership behaviors while others do not. Also, they found that, contradicting traditional expectations again, use of performance measure was found to be associated with increased transformational leadership behaviors, and found no relationship between transformational leadership behaviors with organizational red tape.

Wright, Pandey, and Moynihan (2012) studied how transformational leadership influence PSM, goal clarity and mission valence. The study was conducted on senior managers in U.S. local government jurisdictions. Most items about organizational characteristics were measured based on the individuals' perceptions which are the actual factors that influence their behaviours. Transformational leadership was measured with items taken mostly from measurement design developed by House (1998). One or two items were taken from each of three dimensions of transformational leadership; inspirational motivation, intellectual communication and role modeling. The result showed that transformational leadership has significant influence on PSM. PSM was significantly related with mission valence, and transformational leadership was also directly related with mission valence as well. Transformational leadership was also found to be significantly related with organizational goal clarity as well. This

particular study includes the relationship of variables that are highly related to the research that this paper is about to present. This paper will attempt to further examine whether the similar phenomenon will occur in Korean cultural context as well.

3. Merit-based Reward System

i) Definition

One of the most important tasks for managers, whether in private sector or in public organization, is motivating employees for better performance and efficiency. In the past, many organizations including ones in public sectors had pay system that were based on their grade or level. However, it was getting criticisms for being too automatic and not differentiating among the employees and their performances or efforts. That is when merit-based system appeared as an alternative theory.

The basic idea of merit- based reward system is that employees are paid or rewarded according to their performance and ability. The theoretical ground for this concept is expectancy theory of motivation by Vroom (1964). This theory explains that when an individual is making a

decision among various behavioral options, the decision is based on the person's expectation of which option will lead to the most desirable outcome. More specifically, a person is most motivated to behave in a certain way when the person expects his or her effort to be paid off with desirable level of performance, the performance to result in acceptable outcomes, and the outcomes to have positive value for the individual (Vroom, 1964). Some previous researches have shown that pay is one of the strongest motivator for many people since it can satisfy both basic needs and higher level of needs (Lawler, 1981). The logic of merit-based system is that if pay is directly related with the performance or achievement in the organization, employees will be highly motivated to work harder or better which will increase the productivity or performance in the organizational level as a whole.

As well as improved job performance of individual employees, other expected benefits of merit-based reward system include what Campbell, Campbell and Chia (1998) called "norm of distributing justice." It is a common belief that people should be rewarded in proportion of their achievement or performance. Merit-based system is a way that this belief can be implemented within an organization and possibly motivates members of the organization.

The merit-based system was first widely accepted in private sector, but later on, public sector started to take in this system as well. However, many researches argue that merit-based reward did not bring the expected positive outcomes to the organizations, and in some cases, the result was quite opposite from expected. These researches will be further discussed in the next section.

ii) Previous researches

Many of the researches on merit-based system in public organizations focus on the failure of implementation of the system in the public sector. Many researchers studied on possible reasons for the failure. Perry(1986) argues that while the failure of merit system in private sector was argued to be due to lack of commitment of managers to pay according to employees' performance, failure in public sector is due to some characteristics of public organizations. First, merit based system tends to promote more fixed form of contract in public organizations which limits adaptability for uncertainty and changes in the future. Also, in some cases, managers or leaders cannot be fully aware of job characteristics of their subordinates. If they are not fully aware of what their subordinates do,

some information about the subordinates' work and performance can be filtered before it reaches to the manager. Such information failure makes it difficult to run merit-based system in fair and transparent way. Lastly, Perry suggested that merit based system can diminish the coordination and interdependence among the members of the public organization.

On one hand, Park and Sturman (2012) found that various performance-based rewards, or pay-for-performance plans, work positively for employees' performance in private sector. They did the research with a sample of service-related businesses, and found that rewarding employees based on their performance leads to better performance. Their research not only showed that 'how' you reward your employees makes differences, but also showed that 'what' you reward them with matters as well. Their result was clear that the merit pay system and raise lead to much better performance than other types of performance-based reward such as bonus or other forms of long-term incentives. It can be concluded that employees are more motivated to perform better if their regular pay depends on their performance, rather than when occasional bonus or incentives depends on their work. The merit-based reward and the expectancy theory seem to be clearly confirmed in this case.

On the other hand, in public sector, merit-based reward seems to have quite the opposite effect on employees' level of performance or motivation. A case study done in the UK also showed that the merit pay system hardly raises motivation in public sector employees (Marsden & Richardson, 1994). In this study, they measured how performance pay, which they defined to be a form of merit pay system, influence employees' attitude. They conducted a survey with Revenue staffs asking for their opinion on the performance pay system. Most questions on the survey directly asked whether the respondents think performance pay system is good or whether it has positive or negative influence on employees, and respondents were asked to answer in either agree or disagree to the statements. The questions were asked on what they think about the principle of performance pay, whether it motivates staffs, and whether it has any effects on employees in terms of staff moral, jealousy and willingness to assist other co-workers. The result showed that in most of the questions, majority of respondents answered negatively towards performance pay. For motivational aspect, for instance, from 60 to 80 percent of the respondents answered that they disagree that performance pay system motivates them to improve quality of work, work harder, take more initiatives or be more effective when working with the public.

4. Red Tape

i) Definition

Every organization is equipped with a number of rules and regulations for work procedures and employee behaviours. The main purpose of these rules and regulations would be to maintain stability and predictability within the organization as well as to increase efficiency. Some of these rules are considered necessary to work more efficiently and for better results, while others may seem unnecessary or too much for employees to comply. The latter aspect of organizational rules and regulations are what people commonly refer to as 'red tape.'

As Bozeman (2000) noted, red tape is “rules, regulations, and procedures that remain in force and entail a compliance burden, but do not advance the legitimate purposes the rules were intended to serve.” As such, not all formal rules are red tape, just those that frustrate employees in achieving their goals (Moynihan and Pandey 2007). Earlier works of red tape tended to offer defense of red tape as a “procedural safeguard” in public sector (Kaufman, 1977). Gouldner (1952) was one of the first to suggest that red tape has its origins in both objective organizational

conditions and individualistic or subjective perceptions. Gouldner considered red tape to be a pervasive problem for many organizations which is often accompanied by individual and group perceptions of powerlessness and alienation.

More recent works of Bozeman (2000) provided clearer conceptual and measurement specifications for the concept of red tape. Bozeman (2000) divided the concept of red tape into four categories depending on whether the red tape was originated by internal or external sources, and if the impact is mainly on the inside or the outside of the organization. If the red tape was generated from the inside of the organization but the impact is on the outside, it is called ordinary red tape. Intraorganizational red tape is when red tape was originated from the inside and it affects the internal parts of the organization. If the red tape was generated by external sources but the internal organization is being influenced, it is called external red tape. Finally, pass-through red tape is defined as red tape from the outside of the organization and the primary impact is on the outside as well. This distinction of red tape shows that there may be not just one but several forms of red tape in the organization, and that service provider and service takers may have different experience on red tape.

ii) Previous Researches

Red tape was intensively studied in the field of management. Several researchers analyzed the connection between red tape and an organization's life cycle (Walsh & Dewar, 1987), suggesting that as an organization grows, it enters into a phase that is marked by the elaboration of rules. Pandey and Scott's (2002) are devoted in conceptualizing and measuring red tape in organizations with validity.

Among many previous researches on PSM, Scott and Pandey's work in 2005 directly deals with the relationship between the perception of organizational red tape and employees' level of PSM. Individual perception of red tape was measured through a survey as a dependent variable. The red tape variable was measured included personnel, budgeting, procurement related activities in the organization as well as more global aspect of red tape. From the scale of 0 to 10, public managers of primary health and human service agencies were asked to answer their perceptions about the level of red tape in their organizations. As an independent variable, Perry (1996) PSM measurement scale was adopted to measure individual level of PSM. The result shows that the level of PSM had a significant influence of the employees' perception on red tape.

Their model was confirmed that if an employee has high level of PSM, he or she is less likely to perceive organizational rules and regulations as necessary and legitimate for the organizational goals and mission. On the other hand, those with lower level of PSM is more likely to feel that those rules and regulations as unnecessary red tape. However, the question still remains about the opposite direction of causality between these two variables. Is it possible that a person's perception on organizational rules as being too many tight and strict can lead to lower level of PSM?

III. Research Design and Method

1. Research Question and Hypothesis

The main question this study intends to answer is “what are the factors that can foster Public Service Motivation in organizational settings?” The main focus of this study will be on public officials of Korean central government ministries.

Many researchers have shown that individual factors such as educational level, gender, age, or religion may affect the level of PSM. However, for the purpose of this study, we will control personal and demographic factors such as education or religion and only consider organizational factors. As such, the hypotheses of this study are as follows:

H1: TRANSFORMATIONAL LEADERSHIP IS POSITIVELY RELATED WITH PSM.

H2: RED TAPE IS NEGATIVELY RELATED WITH PSM.

H3: MERIT-BASED REWARD IS POSITIVELY RELATED WITH PSM.

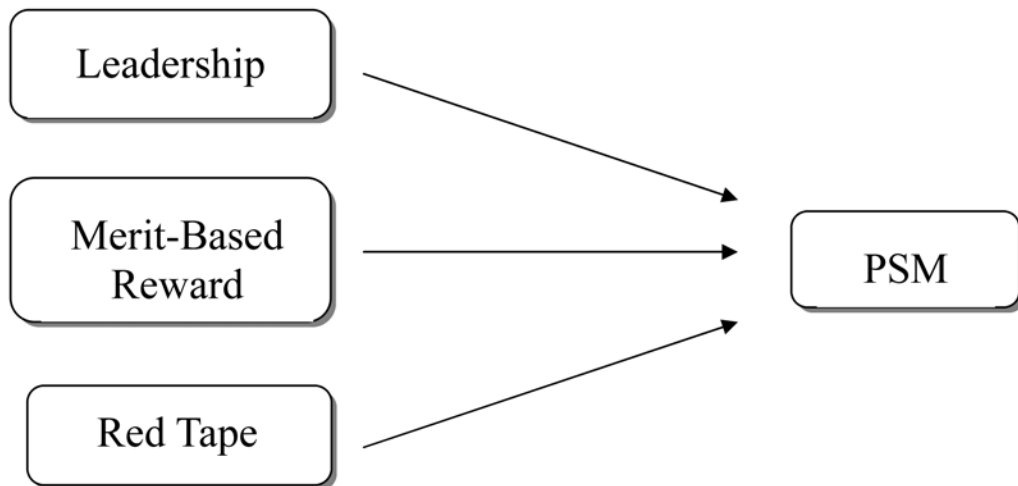
2. Variables

For this study, the dependent variable is the level of PSM of public officials, and the independent variables thought to be influential on PSM

are the perceptions on leadership, red tape, and merit-based reward system.

The research model for these variables can be found in the Diagram 1.

Diagram 2 Research Model



i) Dependent Variable (PSM)

As mentioned above, Public Service Motivation has been measured as an independent variable in many other researches, revealing how PSM influences on individual job choices, organizational performance, job satisfaction, or organizational commitment. This study, however, intends to find out how PSM can be fostered in organizational settings and thus, it will be measured as a dependent variable. Perry and Wise (1990) provided theoretical framework of PSM with three dimensions; rational, norm-based, and affective motivations. And in Perry's work in 1996, he offered survey questionnaire for measuring PSM level of individuals. Based on the three-dimension framework, his survey is composed of six categories measuring attraction to policy making (5 items), commitment to the public interest (7 items), social justice (5 items), civic duty (7 items), compassion (8 items), and self-sacrifice (8 items). This survey question set has been adopted in many PSM studies including Perry's own work in 1997. Naff and Crum (1999) also adopted Perry's survey, taking six questions from the entire set of questions. Camilleri (2007) also adopted the same survey question set, taking 24 items that can represent the dimensions of PSM.

This study will also be based on the definition that Perry and Wise (1990) provided. The questions are based on the PSM dimensions, particularly focusing on civic duty and self-sacrifice aspects. The questions used to measure the dependent variable of this study are shown in the Table 3.

ii) Independent Variable

Independent variables in this study are transformational leadership, merit-based reward and red tape within public organizational settings. In this study, the concept of transformational leadership will be based on Kuhnert and Lewis's (1987) definition that it is attempting to motivate behavior by "shifts in the beliefs, the needs, and the values of followers." As for measuring transformational leadership behaviors, House's (1998) survey measure is often used in many leadership studies. Wright and Pandey's work (2009) also adopted this survey questions in order to measure transformational leadership behavior. The questions are based on the dimensions, or conditions, of transformational leadership asking about future vision, being a role model, encouraging new ways to solve problems, and sense of pride in membership of the organization. As we

see from Table 3, leadership related questions of this survey taken by Korean public officials were largely based on House(1998)'s measure.

Red tape will be considered based on Bozeman (2000)'s definition along with Gouldner's (1952) idea that red tape also includes individualistic and subjective perception of individual within the organization. The survey questions used in this study tends to measure the individual perception towards the organization and red tape.

The previous researches used in this study did not use specific measurement to measure merit-based reward system. In Park and Sturman (2012)'s work, the reward was mostly determined by managers based on the employees' level of performance, and they used the information of how much reward was given in relations with their regular pay. In Kellough and Lu (1993)'s work, they used the survey directly asking public employees whether they think merit pay is effective in their work attitude and performance. For the survey used in this study, the questions were mainly on the perceptions of public officials. As such, merit-based reward was measured by questions asking employees' whether their organization, or ministry department, adopts the merit-based reward system or not.

iii) Control Variable

Literature reviews on previous researches showed significant correlations between PSM and various individual and social factors such as education level, department, gender, and et cetera. Perry's (2000) process theory model showed various individual and social contexts that interact with one another for individuals to form personal preferences or values. However, the purpose of this study is to see if there is significant and direct correlation between organizational characteristics and individual PSM. Therefore, demographic information of individual survey respondents such as gender, age, education level, and job divisions are controlled for the purpose of this study.

Table 3 Survey Questions used

Dependent Variable	PSM	Psm_1	I feel great responsibility towards society.
		Psm_2	It is my duty to serve citizens.
		Psm_3	Social contribution is more important than my personal achievements.
		Psm_4	I would gladly sacrifice my interests for others.
Independent Variables	Leadership	Leader_1	My boss clearly expresses his or her vision
		Leader_2	My boss leads by being a good role model
		Leader_3	My boss encourages my to solve problems in new ways
		Leader_4	My boss encourages me to be proud to be part of my organization.
		Leader_5	My boss has clear perception on where my organization will be in next 5 years.
	Merit-based reward	Merit_1	In our department, reward depends on performance.
		Merit_2	In our department, promotion depends on performance.
		Merit_3	In our department, pay depends on performance
		Merit_4	In our department, those with poor performance are disadvantaged.
		Merit_5	In our department, performance ability is important
		Merit_6	In our department, employees are responsible for their own performance.
	Red tape	Redtape_1	Operational rules of my organization is not detailed
		Redtape_2	My organization as set of rules and regulations for various circumstances
		Redtape_3	My organization is very strict on rules and regulations

3. Data

The analysis for this study will be based on the survey data from the Government Competitiveness Centre in Seoul National University Graduate School of Public Administration. The survey attempts to examine perceptions of Korean public officials towards themselves as well as on their organizations. The survey asked respondents their perspectives on various aspects of organization as well as their own behaviour and attitudes. From this survey, data set from perceived leadership, red tape, merit-based rewards and PSM questions were taken for the purpose of this analysis.

The survey was taken in June, 2013 by public officials of South Korea who are currently employed central government ministries of Korea. Out of 17 ministries of current administration, all ministries participated in this survey with an exception of the Ministry of National Defense. 30 employees were selected from each of 16 ministries, and the survey was taken through face-to-face interview. All respondents were informed that the answers will be remained anonymous, and if a selected respondent was unable to take the survey for any reason, another employee was selected randomly to substitute.

4. Method

This study is utilizing survey questions with 5-point Likert scale in order to find out determinant factors for public service motivation. Therefore, the validity and reliability of the question items must be confirmed before the analysis moves on to the next step. It is to ensure that the questions are measuring what is supposed to be measured in order to achieve what this study is aiming for. Then, the analysis to find antecedent factors for PSM will be carried out. The correlation between variables will be analyzed and multiple regression analysis will be done in order to see the direction of causality between PSM and independent variables. The analysis will be done using SPSS 21.

Table 4 Research Process summary

	Objective	Statistical Technique
1	Descriptive Data Calculation	Descriptive Statistics
2	Verification of Survey questions validity	Factor Analysis
3	Verification of Survey questions reliability	Reliability Analysis (Cronbach's alpha)
4	Analyzing correlation between main variables	Correlation Analysis
5	Analyzing determinant factors for PSM	Multiple Regression Analysis

IV. Result and Analysis

1. Descriptive Statistics

i) Sample

The total sample size for this survey is 480. There are total of 17 ministries in Korean central government, and except for Ministry of National Defense, 16 ministries participated in this survey with 30 public officials each. Out of 480 respondents, 325 were male and 152 were female and three were unidentified and the mean age of these public officials were 39.1. More detailed information about sampled population is summarized in the Table 5.

Table 5 Sample summary

Classification		Number	Ratio
Gender	Male	325	68%
	Female	152	32%
Age	20s	42	9%
	30s	185	40%
	40s	195	42%
	50s	40	8.7%
Education	High school Graduate	6	1.3%
	Vocational school	18	3.8%
	Undergraduate	341	72%
	Graduate school	109	23%
Tenure	Less than 10 years	210	45.7%
	10~19 years	150	32.6%
	20~29 years	91	19/8%
	30 years and more	9	2%

ii) Factor Analysis

The result of factor analysis for dependent and independent variables are as in Table 6. Kaiser-Meyer-Olkin (KMO) Measure was 0.891. Normally, the KMO value around 0.7-0.79 is considered acceptable, and the closer it is to 1, the better. Thus, the KMO value for this data can be considered highly appropriate for factor analysis.

Generally, factor loadings of 0.5 and under are excluded from the analysis. The data was extracted through Principal Component Analysis (PCA), and was rotated using Varimax with Kaiser Normalization.

Table 6 Factor Analysis Result

	Component			
	1	2	3	4
merit_1		.717		
merit_2		.790		
merit_3		.764		
merit_4		.702		
merit_5		.555		
merit_6		.575		
psm_1			.700	
psm_2			.725	
psm_3			.768	
psm_4			.777	
leader_1	.816			
leader_2	.884			
leader_3	.841			
leader_4	.836			
leader_5	.822			
redtape_1				.728
redtape_2				.544
redtape_3				.620

Extraction Method: Principal Component Analysis.

Rotation Method: Varimax with Kaiser Normalization.^a

a. Rotation converged in 5 iterations.

iii) Reliability Analysis

Reliability refers to the consistency of the measure. If a measurement has high reliability, it means that it can produce similar result under similar condition for multiple times. In this study, Cronbach's α (alpha) was used to measure the consistency of the survey. If Cronbach's α is higher than 0.6, it is generally considered to be somewhat reliable, and it is considered highly reliable if the Cronbach's α is higher than 0.8. If it is lower than 0.5, the measure is no longer acceptable for a research.

Table 7 Reliability Result for PSM

Cronbach's Alpha	Cronbach's Alpha Based on Standardized Items	N of Items
.777	.777	4

As we see from Table7, out dependent variable, PSM, turned out to have Cronbach's α of 0.777, which is an acceptable level of reliability.

Table 8 shows the summary of cronbach's α of independent variables. Leadership and merit-based reward showed the cronbach's α value of 0.927 and 0.835 respectively. Questions for both variables can be

accepted with high reliability. Red tape, on the other hand, had cronbach's α of 0.512.

Table 8 Reliability Result of Independent Variables

Variable	Cronbach's Alpha	Cronbach's Alpha Based on Standardized Items	N of Items
Leadership	.927	.927	5
Merit-based reward	.835	.836	6
Red tape	.512	.522	3

2. Multiple Regression Analysis

i) Correlation

Correlation is analyzed in order to see if one variable is correlated with other variable, and if so, how strong the correlation is. In this study, Pearson correlation coefficient was extracted with variables and found out that all variables are correlated with one another in the level of $p < 0.01$. The correlation result can be found in the Table 9.

Table 9 Correlation result

		psm	leader	redtape	merit
psm	Pearson Correlation	1	.412**	.193**	.319**
	Sig. (2-tailed)		.000	.000	.000
	N	479	479	478	479
leader	Pearson Correlation	.412**	1	.322**	.445**
	Sig. (2-tailed)	.000		.000	.000
	N	479	480	479	480
redtape	Pearson Correlation	.193**	.322**	1	.423**
	Sig. (2-tailed)	.000	.000		.000
	N	478	479	479	479
merit	Pearson Correlation	.319**	.445**	.423**	1
	Sig. (2-tailed)	.000	.000	.000	
	N	479	480	479	480

** . Correlation is significant at the 0.01 level (2-tailed).

ii) Multicollinearity

Multicollinearity is a phenomenon when independent variables are not so independent with one another and highly correlated. When independent variables are too highly correlated, the regression model gets incomplete and the analysis result can be biased.

Multicollinearity can be tested through Tolerance and VIF values. If independent variables have lower than 0.1 Tolerance value, or higher than 10 VIF value, one may question the possibility of multicollinearity.

In this study, Tolerance values varied from 0.348 to 0.993 and VIF values were between 1.008 and 2.874. Thus, it can be said that the analysis is safe from multicollinearity issue.

iii) Hypothesis Test

The hypothesis for this study was tested through multiple regression analysis with three models. First model was tested with control variables only, then leadership variable was added for the second model, and red tape and merit-based reward variables were added for the last one. The independent variables were divided as such because the leadership is more related with interaction between members of the organization whereas red tape and merit-based reward system is organizational factors. The result of the multiple regression analysis is summarized in the Table 10.

Table 10 Multiple Regression Analysis Result

		Model I				Model II				Model III			
		β	t	Tolerance	Collinearity Stat. VIF	β	t	Tolerance	Collinearity Stat. VIF	β	t	Tolerance	Collinearity Stat. VIF
Control Variables	Age	.157*	2.045	.354	2.824	.182*	2.608	.354	2.828	.186*	2.696	.353	2.835
	Tenure	-.068	-.877	.350	2.856	-.110	-1.563	.349	2.867	-.112	-1.615	.348	2.874
	Education	-.039	-.750	.775	1.290	-.042	-.900	.775	1.290	-.053	-1.133	.768	1.303
	Gender	.037	.685	.727	1.375	-.021	.424	.727	1.376	0.017	.348	.725	1.379
Independent Variables	Leadership					.413**	9.901	.993	1.008	.334**	7.175	.777	1.287
	Merit-based Reward									.160*	3.288	.712	1.405
	Red tape									.026	.561	.790	1.265
R ²				.014				.184.				.207	
Adjusted R ²				.006				.175				.195	
Changes in R ²				.014				.170				.023	
F				1.686				21.230**				17.519**	
Changes in F				1.686				98.023				6.912	
N				477				477				477	

The first model itself did not turn out to be significant in the significance level of $p=0.05$ although the age variable on its own turned out to be somewhat significant.

In the second model, leadership variable was added to the first model. The adjusted R-square is 0.175 and F-value is considered significant level $p<0.01$. According to the result of this model, age among the control variables still appeared to be significant. Leadership seems to have statistically significant influence on the level of PSM, with beta of 0.413 with $p<0.01$.

The last model includes all the variables for the analysis. It has adjusted R-square value of 0.195, and F-value was significant in $p<0.01$. The independent variables that affects the individuals' level of PSM were leadership and merit-based reward system with $p<0.01$. Among the control variables, age was still found to be significant when $p<0.05$. Interestingly, red tape was not found to be a significant independent variable in this model.

V. Conclusion

1. Summary

The main purpose of this study was to examine if organizational factors can foster Public Service Motivation, and if so, to see which factors we should focus on in order to enhance PSM among public employees and officials. To test the hypothesis, multiple regression analysis was carried out with PSM as a dependent variable, and transformational leadership, merit-based reward system and red tape as independent variables. Demographic factors were controlled in order to see more clearly how these variables are related.

The result was quite intriguing and somewhat different from previous expectations. The first hypothesis, the transformational leadership will be positively related with the level of PSM, was confirmed through the analysis. It suggests that the more transformational the leader is, the more likely the employees will be motivated to serve public interest.

The second hypothesis of red tape having negative relationship with the level of PSM, cannot be confirmed through this analysis. The regression result turned out to be insignificant. Many scholars have

confirmed the negative and significant relationship with red tape and PSM, but this study with Korean public officials showed that red tape does not have significant relationship with their level of PSM.

The last hypothesis, that merit-based reward would have positive relationship with PSM level, was confirmed through this study. However, again, this result is quite different from many classical researches done in this matter. As mentioned in the previous section, merit-based reward turned out to be failure in many public sectors in different countries. The possible reasons were suggested by several researchers for why merit-based reward did not work in public sectors. But in this context, merit-based reward turned out to have significant influence on employees' level of PSM. It may also be due to differences in perception towards the concept of merit-based system.

2. Discussion

Many previous researches such as Rainey and Park (2008)'s and Wright et al. (2012)'s works have shown the positive relationship between transformational leadership and PSM level, and it can be safely said that the model can be applied in the Korean public settings as well.

Unlike the results of many previous researches like the one done by Scott and Pandey (2005), red tape turned out to be an insignificant for the dependent variable, PSM. Such differences in result between this study and other researches can be due to several reasons, but the cultural difference is probably one of the biggest reasons. Most of the previous researches done on red tape and its relations with PSM are done primarily in the US or other western society that has very different kind of culture to Korean culture. Western culture is often characterized as individualistic whereas Asian culture is more collectivistic. Individualists may prefer to work in their own way and more likely to stand out in their performance, while collectivists prefer to be harmoniously blended in with the group. Also, the cultural dimension theory by Hofstede showed that Asian countries tend to have higher ‘uncertainty avoidance’ than Western countries do. When Korea was compared with the US in cultural dimensions, Korea turned out to have twice as higher uncertainty avoidance and the US had almost 10 times higher level of individualism. With this being said, western public employees may be more likely to perceive organizational rules and procedures as unnecessary that limits their freedom or creativity while Asians may consider those rules and procedures as necessary guidelines for their performance and ‘safety nets’

to make sure they do not make mistakes while they are working. If such organizational rules and regulations are perceived differently in the culture, such differences in result can be understood. However, more researches should be done in this aspect to see how red tape itself is being viewed in Asian cultures

The result between merit-based reward system and the PSM was found to be positively related, which is also quite contrary to what previous researchers such as Perry (1986) found. The differences in perception may be generated because of different operational definitions which were reflected in the survey, or it could be due to cultural differences. In many cases, public officials were found to be hardly motivated by monetary incentives, which could be one of the possible reasons why expectancy theory and merit-based reward did not work in public sectors. Particularly in Asian context, people have tendency to avoid being seen by others as mammonist, or gold worshipper. Therefore, if respondents looked at merit-based reward with more focus on the 'reward' aspect, the result might have been similar to many previous researches. But if they focused more on the 'merit-based' aspect, the contradicting result is not as surprising anymore. Especially in Korean government, organizational corruption related with personal connections

with upper level officials has always been a sensitive issue. People who have close relationship with higher level managers may get promoted or get raised more easily even if their performances show that they do not deserve the reward. So for Korean public officials, the questions about merit-based reward might have meant to them as being fair, transparent and equal in rewarding and compensating which may have led them to answer more positively about this variable.

3. Limits and Policy implication

This study aimed to find what factors influence individuals' level of PSM, and these findings can be used to make policies that will encourage public organizations to enhance and foster PSM that will possibly lead to better performance, commitment and satisfactions.

One of the limits to this study is that compared to many previous studies, the survey used for this study was relatively more simple. For example, the PSM questionnaires were based on Perry (1996)'s measurement scale like many other studies, but only four questions were used to measure PSM of public officials, and these questions were all integrated into one PSM variable. In order to see in more detail which

factors affect what aspect or dimension of PSM, the questionnaire should be more detailed.

Also, how each concept was defined in this study and how the survey questions were written out should also be considered. Every study and survey has its own definition for each concept or variable, and in some cases, these definitions may contradict from one study to another. And it is not difficult to imagine that with different operational definitions, the analysis results can be quite different among different researches. On the similar line, word choices or sentence structure for survey questions can influence how respondents understand the concept and survey questions. For example, if other researches had survey questions with more negative connotation about work procedures and rules, and the survey used for this study had more neutral or positive connotation, the difference in result for the relationship between red tape and PSM is easier to understand.

The result of this study suggest that perception of organizational factors may be due to different cultural background, but it could not clearly show how and in what aspect are these culture difference influence people's perceptions on organizational factors. As such, if a policy was inspired by some successful policies from other countries, it is important to

consider such cultural differences. If the policy was made and implemented without carefully studying these cultural differences, it is likely to fail in Korean context. Therefore, further researches on these cultural aspects must be preceded before the findings can be applied to practical policies.

VI. Reference

- Bass, B. M., & Avolio, B. J. (Eds.). (1994). *Improving organizational effectiveness through transformational leadership*. CA: Sage.
- Bass, B. M., & Avolio, B. J. (1997). *Full range leadership development: Manual for the Multifactor Leadership Questionnaire*. CA: Mind Garden.
- Bozeman, B. (2000). *Bureaucracy and red tape*. Upper Saddle River, NJ: Prentice Hall.
- Brewer, G. A., & Selden, S. C. (1998). Whistle blowers in the federal civil service: New evidence of the public service ethic. *Journal of public administration research and theory*, 8(3), 413-439.
- Burns, J. M. (1978). *Leadership*. New York: Harper and Row.
- Campbell, D. J., Campbell, K. M., & Chia, H. B. (1998). Merit pay, performance appraisal, and individual motivation: An analysis and alternative. *Human Resource Management*, 37(2), 131-146.
- Camilleri, E. (2006). Toward developing an organisational commitment - Public service motivation model for the Maltese Public Service Employees. *Public Policy and Administration*, 21(1), 63-83.
- Camilleri, E. (2007). Antecedents affecting public service motivation. *Personnel review*, 36(3), 356-377.
- Camilleri, E., & Heijden, B. I. (2007). Organizational commitment, public service motivation, and performance within the public sector. *Public Performance & Management Review*, 31(2), 241-274.

Conger, J. A., & Hunt, J. A. (1999). Overview charismatic and transformational leadership; taking stock of the present and future (part 1). *Leadership quarterly*, 10(2), 121-127.

Gouldner, A. (1952). Red Tape as a Social Problem. In R.K. Merton, A.P.Gray, B.Yockey, and H.C.Selvin, eds. *Reader in Bureaucracy*, pp. 410-18. Glencoe, 111.:Free Press.

Hofstede, G. (n. d). *National Cultural Dimensions*. Retrieved December 13, 2013, from the Hofstede Centre: <http://geert-hofstede.com/>

House, R. J. (1998). Appendix: Measures and Assessment for the charismatic leadership approach: Scales, latent constructs, loadings, Cronbach alpha, interclass correlations. In F. Dansereau, & F. J. Yammarino, *Leadership: The multiple level approaches contemporary and alternatives*. London: JAI Press.

Kaufman, H. (1977). *Red tape: Its origins, uses, and abuses*. Washinton DC: Brookings Institution.

Kerr, S., & Jermier, J. M. (1978). Substitutes for leadership: Their meaning and measurement. *Organizational Behavior and Human Performance*, 22, 375-403.

Kim, S. M. (2005). Individual-level factors and organizational performance in government organizations. *Journal of public administration research and theory*, 15(2), 245-261.

Kuhnert, K. W., & Lewis, P. (1987). Transactional and Transformational Leadership A constructive/developmental analysis. *Academy of Management review*, 12(4). 648-657.

Lawler, E. E. (1981). Merit Pay: fact or fiction?. *Management Review*. 70(4). 50-53

- Lee, H. (2013). (The) effects of public service motivation and job motivation on job satisfaction: (the) cases of Quangos employees. Ewha Women's University Ph.D Thesis
- Lewis, G. B., & Alonso, P. (2001). Public service motivation and job performance - Evidence from the federal sector. *American review of public administration*, 31(4), 363-380.
- Marsden, D., & Richardson, R. (1994). Performing for pay? The effects of 'merit pay' on motivation in a public service. *British Journal of Industrial Relations*, 32(2), 243-261.
- Moynihan, D. P., & Pandey, S. K. (2007). The Role of Organizations in Fostering Public Service Motivation. *Public Administration Review*, 40-53.
- Naff, K. C., & Crum, J. (1999). Working for America - does public service motivation make a difference. *Review of public personnel administration*, 19(4), 5-16.
- Northouse, P. G. (2004). *Leadership: Theory and Practice* (3rd edition ed.). Thousand Oak, CA: Sage Publications.
- Pandey, S. K., & Scott, P. G. (2002). Red tape: A review and assessment of concepts and measures. *Journal of Public Administration Research and Theory*, 12(4), 553-580.
- Pandey, S. K., & Scott, P. G. (2005). Red Tape and Public Service Motivation Findings from a National Survey of Managers in State Health and Human Services Agencies. *Review of Public Personnel Administration*, 25(2), 155-180
- Park, S. M., & Rainey, H. G. (2007). Antecedents, Mediators, and Consequences of Affective, Normative, and Continuance Commitment:

Empirical tests of Commitment Effects in Federal Agencies. *Review of Public Personnel Administration*, 27(3), 197-226.

Park, S. M., & Rainey, H. G. (2008). Leadership and Public Service Motivation in U.S. Federal Agencies. *International Public Management Journal*, 11(1), 109-142.

Park, S., & Sturman, M. C. (2012). How and What You Pay Matters: The Relative Effectiveness of Merit Pay, Bonuses and Long-Term Incentives on Future Job Performance. *Compensation & Benefits Review*. 44(2). 80-85

Perry, J. L. (1996). Merit Pay in the Public Sector: the case for a failure of theory. *Review of Public Personnel Administration*, 7(1), 57-69

Perry, J. L. (1996). Measuring public service motivation: an assessment of construct reliability and validity. *Journal of public administration research and theory*, 6(1), 5-23.

Perry, J. L. (1997). Antecedents of public service motivation. *Journal of public administration research and theory*, 7(2), 181-197.

Perry, J. L. (2000). Bringing Society In: Toward a Theory of Public-Service Motivation. *Journal of Public Administration Research and Theory*, 10(2), 471-488.

Perry, J. L., & Wise, L. R. (1990). The motivational bases of public service. *Public administration review*, 50(3), 367-373.

Rainey, H. G. (1982). Reward preferences among public and private managers: in search of the service ethic. *American review of public administration*, 16(4), 288-302.

- Shamir, B., & Howell, J. M. (1999). Organizational and contextual influences on the emergence and effectiveness of charismatic leadership. *The Leadership Quarterly*, 10(2), 257-283.
- Scott, P. G., & Pandey, S. K. (2005). Red Tape and Public Service Motivation Findings from a National Survey of Managers in State Health and Human Services Agencies. *Review of Public Personnel Administration*, 25(2), 155-180.
- Son, M. (2006). (An) Empirical study on public service motivation of the Korean local administrators. Seoul National University of Science and Technology Ph.D Thesis
- Taylor, J. (2008). Public Service Motivation and Work Outcomes: The Effects of Organizational rewards and Work Relations. *International Public Management Journal*, 11(1), 67-88.
- Van Wart, M. (2003). Public sector leadership theory: an assessment. *Public administration review*, 63(2), 214-228.
- Vandenabeele, W. (2007). Toward a theory of Public Service Motivation: An Institutional Approach. *Public Management Review*, 9(4), 545-556.
- Vroom, V. H. (1964). *Work and motivation*. New York: Wiley
- Walsh, J., & Dewar, R. (1987). Formalization and the organizational life cycle. *Journal of Management Studies*, 24(3), 215-231.
- Wright, B. E., & Pandey, S. K. (2009). Transformational Leadership in the Public Sector: Does Structure Matter? *Journal of Public Administration Research and Theory*, 20(1), 75-89.
- Wright, B. E., Moynihan, D. P., & Pandey, S. K. (2012). Pulling the levers: Transformational leadership, public service motivation, and mission valence. *Public Administration Review*, 72(2), 206-215.

국문초록

공직봉사동기 (PSM)은 1990년 Perry&Wise의 정의 이후로 많은 학자들의 관심을 받으며 다양한 각도에서 연구가 이루어져 왔다. 수많은 연구 결과, PSM이 높을수록 공무원과 같이 공공 서비스에 종사할 가능성이 높고, PSM의 수준은 조직원의 직무만족도나 직무 성과, 이직 의향 등에도 긍정적인 영향을 미치는 것으로 밝혀져 왔다. 이렇듯 PSM이 조직원들의 행동에 영향을 미치는 것으로 나타난 만큼, 조직원들의 PSM 수준을 어떻게 향상시키고 유지시킬 수 있는지에 대한 고민이 필요한 때이다. 본 연구는 조직 내에 어떤 요인들이 조직원의 PSM 수준에 영향을 미치는지 알아보면서, 관리자의 입장에서 조직원들의 PSM을 향상시키기 위해서는 어떠한 사항에 초점을 맞추어야 할지 제안하고자 한다.

본 연구는 2013년 대한민국 중앙정부 16개 부처에서 근무하고 있는 공무원들을 대상으로 실시한 서베이 데이터를 분석하고 있다. 이번 연구에서 다루고 있는 독립변수들은 변혁적 리더십과 레드 테이프, 그리고 실적주의이다. 이 독립변수들이 공무원들의 PSM수준과 관계가 있는지 여부를 알아본다.

서베이 결과의 분석결과 변혁적 리더십은 조직원의 PSM 수준에 긍정적인 영향력을 가지며, 세가지 독립변수들 중 가장 크게 영향력을 미치는 것으로 나타났다. 반면, 여러 기존 연구들에서 레드 테이프는 PSM의 수준에 부정적인 영향을 가진다는 결과들과는 다르게 대한민국 공무원을 대상으로 한 연구결과에서는 유의미하지 않는 결과치를 나타냈다. 실적주의는 PSM과 긍정적인 관계를 가지는 것으로 나타났다.

이러한 결과는 기존에 PSM은 각자 다르게 타고난 개개인의 특성이라고 정의했던 연구들과는 다소 다르게, 조직 내의 상황과 환경에 따라서 변화할 수 있는 것임을 보여주고 있다. 또한 조직의 관리자들에게 조직원의 PSM 수준을 향상시키기 위해서는 조직 내 리더십의 스타일과 실적 보상 제도 등을 다시 한번 재고해 볼 것을 제안하고 있다.

주요어: 공직봉사동기(PSM), 변혁적 리더십, Red Tape, 실적주의
학번: 2012-21980